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MINISTRY OF EDUCATION

The Training of Part-time Youth Leaders and Assistants

REPORT OF
THE WORKING PARTY APPOINTED
BY THE MINISTER OF EDUCATION
IN JULY 1961



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The estimated cost of the preparation of this Report is £770, of which £300 represents the estimated cost of printing and publication.

To the Right Honourable Sir Edward Boyle, Bt., M.P.,
Minister of Education.

INTRODUCTORY

1. We were appointed in July, 1961, with the following terms of reference:

"To consider, in the light of the needs of the youth service, the nature of the training which should be available to part-time youth leaders and assistants, both paid and voluntary, and to advise on the best ways of arranging such training."

We were asked to confine our deliberations to the nature of training and to the arrangement of it. It will be for others to consider the financial consequences of such of our recommendations as may be adopted.

2. We met on nine occasions. A list of the voluntary organisations and other bodies which submitted written evidence, or whose representatives appeared before us, is given in Appendix IV. We are grateful to all who helped us in this way, but wish specially to thank the National Association of Youth Service Officers for allowing us to have from the outset the results of a survey they had already made of the recruitment, employment and training of part-time youth leaders.

3. We began by looking at the present situation (paragraphs 7-9). We then went on to consider the intrinsic nature of the youth leader's task (paragraphs 10-23) and the minimum professional knowledge and skill with which he should be equipped in order to discharge it successfully (paragraphs 24-30). This led us to the arrangements for the basic course of training (paragraphs 31-38) and to a number of related matters (paragraphs 39-49). Finally, we thought that we should call urgent attention to the need for an intensive recruiting campaign to provide the youth service with the many more part-time leaders who are needed (paragraphs 50 and 51).

4. So far as the nature of training is concerned the report does not break new ground: many courses already provide all that we suggest by way of content. Its purpose is twofold:

- (a) We hope that it will stimulate a pattern of training in all areas which is equal to that now obtaining in the best.
- (b) We hope that those who are concerned with local youth services will more and more come together to see how far the necessary training for part-time leaders can be provided, jointly and economically, on a common basis. The major developments which are now taking place demonstrate the need for full and complete co-operation between the partners. We ourselves, coming from all sections of the service, found it possible to agree on the important points concerned with the training of part-time leaders and assistants. We are confident that with goodwill and determination this witness of agreement can be repeated throughout the country with good effect.

5. Our Report is aimed at the whole youth service. Before going further, therefore, we should make clear the meanings we give to some of the phrases we use:

- (i) In regard to the training to be given to youth workers we see no difference between those who will be paid for what they do and those who will not,

and no significant difference between the needs of leaders and those of assistants. In using the word "leader", therefore, we mean it in this wide sense, as covering those in charge of a youth club or group, or sharing in the general adult responsibility for it, those in charge of adventure and open-air pursuits centres, and those engaged in church work, as well as those serving as Scoutmasters, or officers in the Girl Guides, Boys' Brigade, etc.

(ii) Similarly, when we refer to "youth groups", we mean units of the uniformed voluntary organisations and branches of other voluntary organisations as well as clubs and centres maintained by local education authorities or provided by churches and voluntary bodies.

6. This Report, produced in just under a year, reflects the need for early action. We owe to our three assessors, Mr. L. C. J. Martin, the Assistant Secretary responsible for the Youth Service, Miss W. M. Evans, H.M.I., and Mr. C. W. Harvey, H.M.I., our thanks for the generous contribution which each has made at all stages of our work, and for helping us to complete rapidly the synthesis of many contributions and comments. Our Secretary, Mr. R. E. Duff, has met with skill and understanding our many needs, and we are deeply grateful to him.

THE PRESENT SITUATION

7. It is hardly necessary for us to rehearse the justification for our task. The Albemarle Committee dealt with the question of part-time leaders, and that of instructors and helpers, in paragraphs 286-293 of their Report. They pointed out that the great majority of leaders in the country are part-timers and that the service could not exist without them; they also reminded us that there will need to be many more yet if the increased numbers of adolescents in the 1960s are to be properly served.

8. One part of their Report deserves to be quoted in full. It expresses well the conclusions which we ourselves reached after looking at this whole problem from within the service, even though the situation has to some extent improved in the last two and a half years.

"... it should be the responsibility of authorities and voluntary associations to organise schemes of part-time training for part-time leaders. In some areas painfully little is provided. Other areas are very active, but we believe that in some there are too many different agencies offering too many courses at much the same level for the same sort of clientele, with the result that all are undersubscribed and that there is no opportunity for progress from the basic to more advanced training. This can only be solved by close co-operation between authorities and voluntary associations. There is no room for demarcation disputes. Clearly some organisations will need to train their own members in their own aims and techniques. We want them as well to be brought into the planning of schemes of training for the Youth Service in their area as well as for their own organisations."

9. In general this is still the situation. An interim report prepared last year by a group of H.M. Inspectors showed that about a quarter of the local education authorities in England and Wales were then providing no more by way of training facilities than a single one-day or week-end school or conference per

year, and that another quarter were making no provision at all. The information gathered by the National Association of Youth Service Officers confirmed this assessment. It takes no account, of course, of provision by voluntary bodies, but over the country as a whole the position is far from satisfactory. A review of arrangements for the training of part-time youth leaders and assistants is urgently necessary in every area for three reasons:

- (i) to stimulate and take full advantage of the recruitment of the additional helpers who will be needed as the service grows in size and scope;
- (ii) to ensure that all schemes of training, even if already adequate in general scope, are sufficiently up to date in content, method and quality to reflect the spirit and purpose of the post-Albemarle youth service; and
- (iii) to enable the organisation and carrying out of training to play a full part in bringing about comprehensive and integrated local youth services.

THE NATURE AND ATTRIBUTES OF LEADERSHIP

10. Put at its simplest the job of leadership is to help young people to grow up (and to enjoy the process) and to develop good personal relationships. But facing a list of all the qualities this might entail can be a frightening experience, and it is useful to distinguish between the attributes to be looked for in recruits and the qualities it is hoped to develop in training. Those concerned with choosing candidates for training should beware of making undue demands. There is a place for most people to work somewhere in the youth service. If someone has an interest in and a regard for young people and is likely to be acceptable to them, if he has a genuine desire to undertake youth work and the physique to stand up to it, and if he can benefit from a course of training, then he is a strong candidate for enrolment. Some voluntary organisations would wish in addition to be more precisely satisfied about an applicant's personal beliefs, including acceptance of the aims and principles of the organisation he proposes to serve.

11. Among the attributes to be developed we count an adult and mature attitude towards young people, tolerance and an ability to be detached and objective in judging them, humility in face of their energy and forthrightness, and persistence, imagination and enthusiasm.

SCOPE AND CHARACTER OF THE WORK

12. It is essential for a leader-in-training to have an idea of the scope of his relationship with a youth group. There are five main aspects.

13. First, he should observe the group and get to know its members. This is an important operation requiring time and skill as well as personal interest. In his professional role he must avoid becoming emotionally involved. He will be offered love, hate and friendliness, and he will be ignored and tested. He must recognise and understand his different roles in various situations, and he must try to use constructively the pattern of attitudes and behaviour which develops between members and between them and himself.

14. The relationship is not simply between the leader and his members. Groupings within the membership are important and the trainee should learn to observe who is alone and who are friends—in twos, threes, etc., to detect

changing friendships and enmities, and to recognise the emergence of leaders' and members' rating of each other, as well as the differing values of groups.

15. The formation of smaller friendship or common interest groups is fundamental to the life of the whole group, and observation of individuals and groups should be followed by a study of the evolution of these relationships with a view to understanding and where necessary influencing them. The pace and extent of the developments will vary, but the leader who is consciously aware of them is in a good position to help both the whole group and its members. For all of these purposes he should understand the value of individual and group records.

16. The leader must decide how to apportion his time between helping individuals and working with the group. His main job must be with "individuals as members of the group": the help of other adults, perhaps professional social workers, may be needed for dealing with the problem of those who are markedly unable to fit in with the group. The leader should know when and how to enlist such aid. Giving individual help to ordinary group members is a separate matter, and personal counselling will always be an important part of the leader's function.

17. Second, he should know how to cater for the interests of members and develop activities. These are both ends in themselves and the raw material for influencing group relationships. Either way they are means of satisfying the Albemarle Report aims of association, training and challenge. The leader's task is to recognise when members are ready and waiting to be active, and to control the degree of his own activity.

18. The programme can cover both informal and formal activities, to various levels of attainment and lasting for a short while only or remaining as a permanent feature of the life of the group. Eating, drinking, talking, casual listening to gramophone records, kicking a ball around, and doing repairs or decorations help members to get to know each other and should be accepted as interests. The leader can share them when it seems natural to do so, and he can use them to strengthen his relations with members, provide openings for counselling, and encourage participation, social acceptance and the taking of responsibility.

19. Third, the crucial test of a youth leader is how he uses his authority. Between the authoritarian and the passive is the leader who encourages members to make decisions and supports them in acceptance of this responsibility. He is the type envisaged in the Albemarle Report, and his is the most difficult role to fill. The member frequently demands, sometimes unconsciously, an outside authority on whom he can test his behaviour. He will make decisions but may be unwilling to carry them out. The leader has to learn how to help a group to come to a joint decision. He must learn which decisions should be put into effect by the members and which by him. Sometimes he himself must make the decision. This requires acuteness of perception, flexibility and sensitivity to the needs of the members.

20. From his observations the leader will be able to recognise those members with natural or potential qualities of leadership and he should act accordingly. Some members may need to be placed temporarily where they cannot lead;

others may have to be provided with opportunities for leadership which they cannot find or create for themselves.

21. The members' committee is the normal agency for making democracy work in a youth group, and its function, duties and limitations, as well as to whom it is responsible, must be clearly defined. It is sometimes difficult to elect a committee which is acceptable to both leader and members; members who are willing to serve but who are unacceptable to most other members may give the committee, if they are appointed to it, an unfortunate reputation of being on the side of "authority". The leader should know the various methods of forming committees, be prepared for frequent changes, and be able to interpret the committee's function at every opportunity. He should examine his own expectations in relation to those of the members. Informal planning groups for various aspects of the programme may be a useful alternative or addition to the members' committee.

22. Fourth, the youth group and the local youth service of which it is a part cannot be dissociated from the influence of home, education, work, the churches and other community provisions. The leader should be familiar with the aims and activities of all these related agencies, and should seek ways of co-operating with them.

23. Finally, so far as the scope of his job is concerned, the leader should possess a working knowledge of the basic equipment required by anyone with responsibility for the life of a group and the premises in which it meets—e.g. the rudiments of first-aid and fire precautions, visual and mechanical aids and their operation, the elementary rules of chairmanship and committee procedure, and simple book-keeping. He should also know what other help may be available, and for this he will need some knowledge of the whole structure of the youth service, both nationally and locally—the relationships between the Ministry of Education, the local education authorities and the various voluntary organisations; the function and training of full-time leaders; and the financing of the service.

THE NATURE OF TRAINING

24. The training should be both theoretical and practical. On the theoretical side the leader should know, in terms that make working sense, the contribution of sociology, psychology and social group work to our knowledge of how personal development can be fostered through association in groups. He will also need, in addition to what we have described in the last few paragraphs, knowledge of young people as they are—physically, mentally, emotionally and socially; of their attitudes, beliefs and aspirations; and of young people in society, i.e. as they are affected by the home, schools and further education, places of employment, the churches and commercial pressures. There is also knowledge of the main features of behaviour and attitude which constitute maturity, and of the most frequent characteristics of immaturity.

25. Practical work is complementary to this theoretical training and should aim at providing opportunities for trainees to gain confidence, acquire knowledge, methods and techniques, and test theories in youth work through visiting youth groups, observing the methods of practising leaders and assistants, and meeting and talking with young people. Normally it should take place

concurrently, but whatever arrangement is adopted it is essential that the two parts of the course should be closely related.

26. Those responsible for the course should survey the area for the purpose of selecting training groups—youth clubs, centres and groups suitable for practical work—and should keep these groups under continuous review, enlist the co-operation of the members, staffs (leaders and assistants) and management committees of training groups, and brief them on their responsibilities in the scheme of training. They should place trainees in appropriate groups, and should supervise their training and the assessment of their practical work. It is particularly important to prepare the ground with the leaders of the selected training groups, and ensure that the latter fully understand their responsibilities for guiding and supervising trainees' practical work. The first steps in inaugurating a training course are to identify suitable training groups and to bring their leaders together for a briefing conference.

27. The training groups selected should match the trainees' personal needs and qualities, and there should be arrangements for single visits as well as for period attachments. This implies the use of a large number of groups of widely varying characteristics. The claims of camps, training courses, athletic sports, drama festivals and other provisions of servicing organisations such as the Youth Committee, the Central Council of Physical Recreation, etc., should not be overlooked, and from time to time it may be desirable to provide opportunities for work with groups of young people who are not attached to a youth club or other organised group.

28. Successful practical work depends on discussion, observation, practice, assessment and recording. From discussion with the leader the trainee will learn the purpose of the training group, its activities and methods, how it is organised, what records are kept and by whom, how it is financed, etc. Observation of the staff of the group at work, of meetings of the members' committee and the management committee, and of the members will give reality to the theoretical part of the course and provide a basis for subsequent participation in the life of the group. Practice should be planned to cover all aspects of group work—general leadership, conducting or supervising activities both indoors and outdoors, participating in committee work, keeping records and accounts, and so on. A careful assessment of the group and of his own work in it can be a valuable exercise to the trainee in developing his standards and powers of judgment. The recording of this assessment and of experiences in practical work is an important part of training.

29. Practical work should be progressive. Initially it may well be largely observation. The trainee should then assume a gradually growing responsibility for a part of the group's activities. Finally he might take on the role of leader. It is desirable that he should undertake a specific task demanding the acceptance of maximum responsibility for a reasonable period before completing his training, and such a task might well be taking sole charge of a normal group activity, or undertaking a special project with a group of members or a group of unattached young people.

30. Certain aspects can best be tackled by the whole group of students during the sessions they are normally together. Preparation for and follow-up of periods of practical work are examples. There is value also in group discussion of the problems and difficulties met with during practical work.

THE COMMON ELEMENT

31. In one form or another the content we have referred to in the last seven paragraphs can be found in most of the existing courses of training, and there is a very strong case for saying that the youth service would gain immensely if this common element were provided locally by the local education authority and the voluntary bodies jointly, through one training agency. It might be argued that the difference which has existed for many decades between the training offered to leaders in club organisations and that laid down for officers of uniformed groups is too great, and too fundamental, to allow the satisfactory establishment of common courses of training. Such an argument would overstate the position. We are not suggesting that all leadership training should be of one kind, and we fully recognise that many groups and organisations will wish to add, before, after or even at the same time as, the common course of training, the extra skills, knowledge, traditions and general approaches which are rightly special to them and represent their particular contribution. In our view, however, there is no doubt that the service stands to gain, out of all proportion to the effort involved, from local agreement to organise training in common as much as possible. We recommend that local education authorities should take the initiative in calling conferences of all the interests concerned with a view to establishing common training agencies.

32. We were encouraged in our attitude to this question by what is already being done, with success, in some areas and regions and between some voluntary organisations, and by the unanimity with which the representatives of the Church youth departments, when they met us, endorsed our aim.

33. In Appendix I we summarise the subjects that might be covered in such a common course. We have done this to show the range which we, with our varied background, would try to cover. We hope that it may provide a basis for the working out of local training courses, but we had no intention of setting out a standard syllabus. Of the last two sections, "The Nature of Leadership" is dealt with in more detail in paragraphs 13-23 above: in Appendix II we have amplified the main headings of the first three sections because we thought it might be helpful to give a short account, in non-technical language, of the general nature of young people today and the problems they encounter. In Appendix III we have added a short bibliography.

34. In regard to the academic side we would emphasise the need to make full use of modern teaching techniques and aids and not confine this part of the course to the well-tried method of lecture followed by questions and discussions. The resources of voluntary organisations will already be fully involved in the joint course. We also urge those responsible for courses to invite the best possible local help from other sources, including that which can be obtained from the schools, colleges of further education, area training organisations and university departments.

THE LENGTH OF THE COURSE

35. Ideally one would want part-time leaders to have as much professional training as full-time leaders, because when they are on the job there is no real difference in the responsibility they carry. Such an aim is impracticable. Training should be long enough to affect substantially the trainee's competence: it should

not make unreasonable demands on trainees, bearing in mind that many of them will have accepted responsibility in clubs or groups before embarking upon training.

36. We think that the minimum time for a basic course on the lines described in Appendix I should be 30-36 hours, exclusive of practical work, project work and private study. These last three might lead to a total course length of 60-72 hours. The whole period should be one of sustained rather than intermittent study, but the concentration of "teaching" time in a one-week residential course would not be satisfactory for this type of course, since it would not allow enough time for assimilation and reflection. The best arrangement in most circumstances would be a course consisting of one evening per week, extending over two terms, with the addition of two or three residential weekends when the group could meet together for longer than the 1½ to 2 hours which is possible on a weekday evening. It is important that after the completion of the course there should be opportunities to meet experienced leaders regularly.

CERTIFICATES

37. Many students will expect, or at least appreciate, the award of a certificate at the end of the basic course of training, and a certificate may even be a stimulus to recruitment. Also, there will doubtless be a tendency, as the number of part-time leaders grows and the job acquires enhanced status—and especially if there is an increase in paid part-time leadership—for a certificate of competence to be required by local education authorities and voluntary bodies. It is premature to consider the possibility of a national certificate or arrangements for equating regional and local certificates, but we see no objection to the issuing of local certificates. A great many people change their occupations and move their homes each year, and if only for this reason those responsible for courses of training might consider providing their students with a clear statement of the extent of the training which has been undertaken and an indication in broad terms of the type and scope of the course. This would help voluntary bodies and others to know what training a newly recruited leader had received. It would also be helpful if the certificate showed the name of the training officer responsible for the course, to whom application could be made for further information.

ASSESSMENT OF THE COURSE

38. The task of assessing the students' academic work will normally be the responsibility of the training officer, in collaboration with those responsible for giving the course. That of assessing the quality of a trainee's practical work is best undertaken by someone who is in close touch with the course and knows the training group, i.e. the club or group used to give the trainee opportunities for practical work. Normally this will also be the training officer or his equivalent, and in making his assessment he will obviously be guided by and give great weight to the opinions of those directly in charge of the training group. It is important that the person directly in charge of the training group should be fully briefed, at the outset, on his particular role in the scheme of training.

OTHER FORMS OF TRAINING

39. There are one or two other forms of training on which we should comment. First, it was suggested to us that the basic course should provide for the

student to improve his own personal knowledge in individual subjects or current affairs. We entirely agree that all leaders should be abreast of the times and have interests outside the youth service, but think that this is a personal matter on which the training officer should be willing to arrange individual advice and assistance as requested. In some cases, for instance, it may be possible to arrange for students to attend short courses.

40. Second, we do not think it necessary to suggest courses of training for those who give valuable help in clubs and groups, e.g. in the coffee bar, but do not share in the responsibilities of leadership. It is part of the job of the leader and his assistants to give such helpers whatever advice and training they may need, and, of course, it should be open to them to take training to become leaders.

THE SENIOR MEMBER

41. Several local education authorities and voluntary organisations provide special courses of training for senior members, the primary purpose of which is to widen their experience. This training (and also the application of the general Albemarle thesis that young people should share as much as possible in the running of their clubs and groups) certainly helps to draw out qualities of leadership, but it should not be looked on as providing "junior officers" for the youth service. We regard the early twenties as the normal lowest age for entry to basic courses of training for youth leadership but we do not want to suggest a minimum age. The senior member is important as a source of eventual, not immediate, recruitment.

SPECIALIST INSTRUCTORS

42. The demand for various kinds of instructors in special skills varies from area to area, but taken together it is substantial. Moreover, this is a field in which the youth service overlaps other parts of the provision for the recreational and social activities of the community. It is possible, and wholly to be welcomed, that general youth leaders may be found among those who first came into contact with the youth service through giving specialist instruction. In these cases it is obviously desirable that the basic course referred to above should be taken. But even the specialist who will stay as such should be encouraged to take some training which will:

- (a) impart knowledge about young people and group relationships;
- (b) impart knowledge about the aims and organisation of the youth service; and
- (c) offer training in the specialist's particular skill and in teaching methods and techniques.

We regard (c) above as important: an instructor whose competence is limited should be encouraged to take training to improve his own skill and knowledge, and to develop his own standards and taste. For specialist training of this kind it is important to use wherever possible the facilities provided by existing agencies (e.g. Central Council for Physical Recreation, schools and colleges of further education), and by the voluntary organisations in the area: some of it can be provided through summer schools and other forms of short course.

ADVANCED COURSES

43. We have dealt with basic training only, because that is the biggest and most immediate need. We hope, however, that committees responsible for training will examine the need for courses at a higher level, with a view to the establishment eventually of a progressive range of courses. At the more advanced levels, co-operation between neighbouring local education authorities will be particularly desirable since, except for the largest authorities, no one area is likely to be able to sustain and develop regular courses. Wherever possible, the opportunity should be taken of association with other bodies already operating in this field.

TRAINING OF THE TRAINER

44. There is an acute shortage of skilled staff available to train those who will in turn train youth leaders, and at present little is being done in this field outside the voluntary organisations. The immediate need is for regional courses to help those who will be responsible for running training courses and for advising leaders after the completion of their courses. As a first step in this direction we recommend that the Ministry itself should as soon as possible organise a conference with the twin objects of gathering and spreading ideas and opinions from those attending. Meanwhile, courses organised by other bodies equipped to run them, e.g. universities, would be welcome.

CORRESPONDENCE COURSES

45. We think that there is a place for correspondence courses in part-time leader training—this may be specially true in regard to rural areas—but not in isolation. They should normally be associated with some residential experience. The correspondence course may allow the student of limited education more time to digest the material, but the absence of discussion with tutors and other students is a serious disadvantage, and this is why the course should be supplemented by residential experience. Some of the national youth organisations are already making provision of this kind. There is a tendency for wastage to be high—although those run by the Boy Scouts Association are a notable exception—and this underlines the need for the courses to be carefully organised and operated through first-rate tutors.

ADMINISTRATIVE ARRANGEMENTS

46. There appeared to us to be two broad alternatives for administrative arrangements. Either a training committee could be specially set up to organise and administer training in an area, as has happened in the notable recent example of Gloucestershire, or the task could be assigned to an existing body. Various arrangements will suit different localities best but it is essential that such an important matter should not be left to a sub-committee with inadequate powers. Whatever the form of organisation adopted, it should provide for full consultation between the statutory and voluntary partners in the service. Co-operation with neighbouring areas should also be considered, since often the optimum geographical unit for training purposes will embrace the areas of two or more local education authorities. It is important that from the beginning there should be full consultation between officers in arranging courses. There must be adequate professional staff for the task; the right people may be found either

among the voluntary bodies and organisations or from local education authority sources. In some areas a full-time training officer may be needed, but even where a full-time appointment is not appropriate the training programme should be under the guidance of one training officer who is charged with this responsibility.

47. It may take time to set up this machinery. Meanwhile, there is an urgent need for the provision of more courses of the right kind at once, and we hope that the two jobs will be tackled simultaneously.

RELEASE FOR TRAINING

48. Although our terms of reference did not include consideration of financial issues there is one relevant point on which we wish to make an observation. Residential courses of longer than a weekend's duration are desirable, but attendance at them may cause hardship in a number of individual cases, either because it means a loss of income or because it entails foregoing annual leave. We hope very much that more employers will be willing to consider granting their employees a week's leave with pay per year to undertake one or other of the various forms of residential training for youth leadership. We understand that employers in Scotland are responding to a recent request of this kind by the Standing Consultative Council on Youth Service in Scotland, and we hope that more English and Welsh employers will adopt a similarly generous attitude.

INTELLIGENCE UNIT

49. Early in our Report we referred to the need to ensure that all schemes of training, even if already adequate in general scope, are up to date and reflect the spirit and purpose of the post-Albemarle youth service. We have also referred to the shortage of highly skilled staff. Over the past year many people have spoken of the need for an intelligence unit to serve the new youth service. If such a unit could be set up and could gather information and ideas about how training courses are run and about their long term success, as well as about experimental work generally with young people, the task we are concerned with would be greatly helped. It could also help to collate for training purposes some of the relevant basic research in the fields of sociology, psychology, social group work, etc.

RECRUITMENT

50. We have left until last the very important question of recruitment to youth leadership. We urge all training committees and responsible authorities to consider not only the need for schemes of training but also the need to publicise both the schemes and the opportunities now open for leadership in the youth service. Special attention should be given to the recruitment of women: there is a serious shortage of women leaders in most branches of the service. Efforts should also be made to attract recruits from industry: the youth leader familiar with industry is particularly well equipped to give helpful guidance and advice to young people.

51. Training committees should consider specially the provision of what might be termed "tasting courses" so that those who are attracted to the youth service may discover, before they begin the basic training course proper, whether or not they really have a bent for the work. The kind of course we have in mind

would offer a week or a fortnight's experience in an actual club or group, plus a day or weekend "school" at the end, at which there could be three or four short talks on the general background, aims and nature of the youth service, and plenty of time for questions and discussion. Such courses have already proved their value in some parts of the country. Well organised training, properly presented, is itself a good basis for recruitment.

(Signed) GORDON S. BESSEY (*Chairman*)
K. G. BAKER
A. L. BLAKE
ARTHUR DOWLER
JULIAN F. FOSTER
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R. F. THURMAN

R. E. DUFF (*Secretary*)
July, 1962.

APPENDIX I

Content of training: an outline of possible common element (1)

In paragraphs 31-34 of the report it is suggested that there is a common element in the wide variety of training courses for part-time youth leaders. The following is a summary of the possible components of the common element.

I. YOUNG PEOPLE AS THEY ARE:

- Physical characteristics of adolescence.
- The consequences of earlier maturity.
- The process of mental development.
- Emotional development, especially during adolescence.
- Personal relationships and adjustment to adult status.

II. ATTITUDES, ASPIRATIONS AND BELIEFS:

- The effects of longer education, social security and a larger, more fluid and rapidly changing society.
- Current trends in fashions, taste and leisure time habits; the effect of mass communications and advertising.
- Changes in social conventions and moral values and standards.
- The phenomenon of teenage culture.

III. YOUNG PEOPLE IN SOCIETY:

- The influence of the home and the changing pattern of family life.
- General structure of society, social strata, housing developments.
- The school and further education.
- Entering employment, and the adjustment to work.
- The influence of the church.

IV. THE NATURE OF LEADERSHIP:

- Observing and getting to know members.
- Working with individuals and groups; the relationship between them.
- Encouraging and creating opportunities for the pursuit of interests and activities.
- Encouraging participation and leadership from members in planning, conducting and controlling the affairs and activities of the group.
- Leadership, responsibility and democracy.
- Co-operating with others in the field.

V. THE TOOLS FOR THE JOB:

- The partnership between the Ministry of Education, local education authorities and voluntary organisations.
- The function and training of the full-time leader.
- The framework of the local partnership.
- The financing of the youth service.

(Sections I, II and III are dealt with more fully in Appendix II).

APPENDIX II

Content of training: an outline of possible common element (2)
(An expansion of Sections I, II and III of Appendix I)

I. YOUNG PEOPLE AS THEY ARE

1. The main characteristics of adolescence can be classified as physical, mental, emotional and social.

Physical characteristics

2. Healthy children experience a dramatic spurt in growth for about two years before puberty. This frequently results in a change in body proportions, and is accompanied by several other physical changes: the growth of pubic hair, increased activity of the sebaceous glands, often resulting in unsightly blemishes, especially on the face; increase in the metabolic rate, the pulse rate and the blood pressure; and changes which reveal the approach of sexual maturity. Puberty in girls is indicated by the first menstruation and enlargement of the breasts, and in boys by the production of live spermatozoa and other signs.

3. Although this sequence of events is remarkably constant, recent investigations have shown that no two physiques are exactly alike, and that there are wide variations at each age. For example, the spurt in height growth for boys begins on average at 13 but the normal age range for this phenomenon extends from 10½ to 16. The average age for the first menstruation in girls is about 13, but the normal range for this stage in development is 10 to 16½. In fact, one person may have emerged from the period of puberty before another of the same age has entered it. It is important that adults should be aware of these variations, and even more important that growing children should be made aware of them. If adolescents are unprepared for the differences they will notice between their own bodily development and that of their acquaintances, and for the first seminal or menstrual discharge, they may suffer mental anguish.

4. Among the other features of physical development revealed by recent investigations are the absolute increase in height and weight of human beings during the last century, and the quite staggering rate at which growth to maturity has increased during the same period. Swedish children born in 1938-39 were shown to have gained about a year and a half over those born in the 1880s, judged by relative size; furthermore the sizes ultimately reached are greater and are reached earlier. The age of the onset of menstruation in Western Europe and America has been falling by about four months per decade.

5. Some consequences of these changes are well-known; others need investigation. We know, for example, that marriage is physically possible for girls at a much earlier age than was the case some years ago, but is economically possible only much later. On the other hand, we do not know with any degree of certainty the effect of early maturing on the expectation of life, or the full consequences of early or late developing.

Mental characteristics

6. Until fairly recently it was thought that a phenomenon corresponding to the abrupt physical growth also occurred in mental development, for example in connection with memory, reasoning power and the appearance of specific abilities and aptitudes. It is now clear that these are not specially affected by the onset of puberty and that fairly steady progression between the ages of 10 and about 25 is normally to be expected. Adequate motivation, the content of experience, and the nature of individual interests seem to be the factors that differentiate between the mental performances of one person and another of comparable ability. Recent evidence seems to show that while mental development is continuous to the age of about 30, intelligence manifests itself differently at different stages of growth, that there are wide variations within a given age group, and that there is much overlapping from one age group to the next.

Emotional characteristics

7. Emotion is displayed as the integrated and total pattern of an individual's reaction when one of his basic needs is either satisfied or frustrated. The adolescent differs from those both older and younger than himself, not so much in the kind of emotion he experiences as in the situations that stimulate his responses and the form these responses take. Anger is an example

of an emotion displayed when a basic need is frustrated. That which might anger a child may leave an adolescent unmoved, but that which appears to thwart an adolescent's effort to achieve a position in the adult world, or challenges his social status, provokes him to wrath. The child's violent and immediate response to a provoking situation becomes in the adolescent less immediate and less obviously violent; there may be a period of moodiness, brooding or smouldering resentment and the attack, if there is one, is usually verbal rather than physical.

8. Love is an example of an emotion displayed when a basic need is satisfied. The warmth felt by a child for a wide circle of relations and playmates becomes in the adolescent concentrated on a gradually narrowing circle of acquaintances; ultimately on one individual, at first an older person or a contemporary of the same sex, but later, accompanying the awakening of sexual awareness, someone of the opposite sex.

9. Recent studies confirm the conclusion of general observation that good family relationships and group influences are the most important factors in the healthy development of the emotional lives of adolescents. Emotionally immature parents tend to produce emotional immaturity in their children; emotional maturity surrounding children has the effect of producing its like in the children themselves.

Social characteristics

10. During adolescence the boy or girl becomes acutely aware of social relationships and highly sensitive to social stimuli. Young adolescents tend to form small cliques in which group loyalties are intensely strong, and in which each member seeks recognition and approval from his associates. Investigation of the factors on which social acceptance or rejection depend suggests that appearance and manner play an important role, although there is some change from early to late adolescence in the traits that are most admired. Cheerfulness, enthusiasm and friendliness are usually rated high at all stages of development. Group tensions may result in a period of storm and stress for those adolescents who are unable to adjust themselves to the demands of adult status, and this in turn may lead to emotional instability. Such "storm" and "stress" is, however, neither biologically caused nor universal in occurrence; it is socially conditioned and occasional in its manifestation.

II. ATTITUDES, BELIEFS AND ASPIRATIONS

11. The attitudes, beliefs and aspirations of young people derive not only from the characteristics of adolescence but also from the manner of their education and from the world in which they live. This explains why they sometimes display attitudes to people and circumstances which are strikingly different from those of their parents and why some of them, although as idealistic and altruistic as any in previous generations, express their beliefs and aspirations in ways which to adults appear unorthodox and even bizarre.

12. Educational developments have led to a longer school life for many children, the broadening of school curricula and activities, wider opportunities in vocational further education, better school and college buildings and equipment, more generous grants for university students and other improvements. These developments have altered the tastes of young people in after-school life. Few young people today are undernourished or ill-clothed, and far fewer than in previous decades are socially deprived. Many more, on the other hand, are secure in employment and have money to spend. For young workers there is growing recognition that the period between the ages of 15 and about 18 should be used for further education and training end-on to school.

13. The world has seen two global wars in less than fifty years; killing and violence are everyday occurrences. Nuclear bombs, the exploration of outer space, the upheavals in Africa and other emerging countries, and the cold war struggle between two ideologies make the future uncertain and unsettling. To this must be added the strong pressures of the press, television, radio and advertising; the change in moral standards, including attitudes to sex and divorce, and gambling, and freer drinking habits among young and old; the decline in authority and influence of parents and church; greater freedom and mobility, both socially and physically; increased earnings coupled with manifold opportunities to spend, either at once or through deferred payments.

14. It is not surprising, therefore, that young people, being generally imitative and tending to reflect the state of society in which they live, are as they are. Like their parents, they differ from those of earlier generations; but basically most of them are sound, ordinary, decent,

honest and sensible young men and women. They may have a changed attitude to authority—in home, school, work and leisure—which leads them to question or to reject adult beliefs, moral values and standards, and demands, but often they simply seek reasons and explanations as a basis for their responses. It is inevitable, too, that many live more "exciting" lives than their forbears. Some seek out jazz clubs, coffee bars and dance halls and spend large amounts of money on motor-cycles, scooters, cars, gramophone records, cosmetics and clothes; others pursue interests first gained at school in music, art, crafts, games and dancing; some do both. But whatever their interests and patterns of behaviour the great majority of young people remain anxious to do well, to find a reasonable basis for living and to cultivate good social relationships.

15. Nevertheless it is not surprising that there should be a disturbing number of failures in the adolescent population and that these should be the ones who receive most publicity. Some are aimless drifters or are violently reactive. These are the ones who openly rebel against their parents and the rule of law, whose sexual habits follow no recognised conventions or code, who have a topsy-turvy sense of values and show complete irresponsibility in their relations with the community.

16. Between those who successfully achieve sound attitudes, form firm moral and spiritual beliefs and have creditable aspirations and those who do not are the many young people who are uncertain of themselves, of their worth and importance in society; who are emotionally insecure and are groping for beliefs; who are fickle in their habits and interests and in accepting responsibility or giving service.

17. Enough has been said to show that adolescence is marked by wide variations in behaviour, by continuous physical, mental, emotional and social growth, by individual differences and by occasional erratic development. Generalisations are therefore almost worthless and classification almost impossible. Helping young people to remain steady in the world as it is calls for insight, skill and devotion of the highest order.

III. YOUNG PEOPLE IN SOCIETY

18. Society is constantly changing. . . . "Change should be a challenge, not a master", says the Alhambra Report. An awareness of the elements and the form of society in which young people are growing up and of the nature of the changes which are taking place is indispensable to the youth leader.

The home

19. The home is the strongest and most fundamental influence for good or ill. Those who know a young person's parents will have a better chance of understanding his attitude and his behaviour. But getting to know the parents is not always easy. Some are understanding and co-operative; others are indifferent or even intolerant or hostile. A frequent cause of friction between parents and their children is the difficulty of reconciling the past with the present, the viewpoints of two generations.

20. There has been a noticeable loosening of family ties in recent years. The factors responsible include the effect on the home when both parents go out to work, the increased opportunities for young and old to follow leisure pursuits outside the home, and the influence of the television set. Although the disappearance of the closely-knit family life of previous generations does not necessarily imply a lessening of affection between members of the family, there are many cases where parents and children do not know each other well, where parents are no longer the confidants and advisers of their children, and where children show scant respect for their parents.

21. Some misunderstandings between adolescents and their parents might be removed if parents knew and understood more of what goes on in the present-day schools and colleges of further education, and in the places where their children spend their leisure. Their knowledge of educational establishments is often very much out-of-date; they may even get their information about youth clubs from the references, sometimes unrepresentative, in the press.

22. There has been a great deal of re-housing of people since the war in new towns, in re-development areas and on new estates. This too has had a profound effect on the lives of some families. They may have removed to places far away from their old haunts, friends and other branches of the family; or they may have transferred from congested urban areas to

spacious developed estates on the fringes of towns and cities. Some leave a house with a garden or yard for a flat without such amenities. In these and other ways families experience great changes and have to make adjustments. Much of the happiness of their family life depends on their ability to make these adjustments.

The school and further education

23. The reorganisation of the educational system since the 1944 Education Act into three progressive stages—primary, secondary and further—with a variety of provision to suit varying ages, abilities and aptitudes has been largely completed. About 40 per cent of the nation's children attend secondary grammar or technical courses or are in comprehensive schools; the remainder have a secondary modern education. Many schools provide opportunities for practical and cultural studies, for the exercise of individual choice, for membership of clubs and societies and for participation in a range of sports and athletics. Significant features of the modern schools are that increasing numbers of pupils are staying on beyond the statutory leaving age of 15 and that so many pupils are taking external examinations.

24. The expansion of further education has been very largely on the vocational side where, with the co-operation of employers, part-time evening studies have been largely replaced by part-time day studies and there are growing numbers of block release and sandwich courses for which students have continuous periods of college attendance. The range of courses is increasing also, especially at the advanced level and for craftsmen and operatives.

25. Relatively few girls are released by employers for part-time day vocational studies and only a very small proportion of those boys and girls in semi-skilled or unskilled jobs are released for part-time day general education courses. In many areas the evening institutes offer a wide range of leisure-time courses in practical and recreational subjects which attract some young people after they have left school.

26. This glance at the educational system as it affects young people, although brief, indicates its importance in relation to the youth service. Co-operation between those who teach and those who lead and a knowledge of what the other is doing are very desirable in the interests of young people.

Work

27. Towards the end of school life the boy and girl normally meet the Youth Employment Officer, whose job is to give vocational guidance to school leavers, to help place them in employment, and to review their progress in employment until they are 18. The Youth Employment Service as we know it today was established by the Employment and Training Act, 1948. In co-operation with the schools, its efforts to guide young people into jobs for which they are best suited meet with considerable success.

28. The change from school to work is probably the greatest anyone experiences, and even though enlightened firms and some national voluntary organisations take steps to ease the transition, through their welfare services, induction courses, training facilities, sports and recreational clubs and release for part-time day education, the first months in paid employment can test severely the stamina, resilience and moral fibre of a young worker. The youth group may have a decisive part to play in helping its members to weather this period, and the youth leader familiar with industry is often able to give useful personal advice.

29. Some features of industry create serious problems for young people. These are the dullness of repetitive work, the difference between the pay of an apprentice to a skilled trade and that of some unskilled workers, the effects of automation, shop floor standards and values, the use of authority, inefficient training methods, and lack of clear promotion prospects.

30. The good youth group and the good employer are equally concerned about the welfare and the well-being of young people. Each should know what the other is doing and from time to time they might get together.

The Church

31. Churches of all denominations would claim to be as concerned for young people who never go to church as for those of their younger members who attend regularly; many of them sponsor youth groups which are open to all.

32. Churchgoing by young people is said to have declined, but it is difficult to find statistical evidence of this and the position seems to vary between denominations and between localities. There is a comment in paragraph 14 above that "young people, being generally imitative" tend to reflect the state of society in which they live. This is very true of the attitude of young people to the church.

33. Churches are part of the community and as such should contribute to society. By being close to the youth service they will be in a position to give it help and, perhaps, will benefit from an awakening of interest in their work on the part of young people.

Partnership

34. This brief statement on some components of society would be incomplete without a reminder that none is likely to benefit young people greatly if it isolates itself from the others. Partnership in the youth service should mean more than co-operation between youth organisations: it should also mean a willingness to see the service in its complementary relationship to the other agencies which are at work.

APPENDIX III

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APPENDIX IV

List of the national organisations and bodies which submitted written evidence and information or whose representatives appeared before the Working Party

Association for Jewish Youth.
Boys' Brigade.
Boy Scouts' Association.
British Council of Churches, Youth Department.
British Red Cross Society.
Church of England Youth Council.
Church Lads' Brigade.
Co-operative Youth Movement.
Duke of Edinburgh's Award Scheme.
Dulverton Youth Scheme.
Free Church Federal Council Youth Department.
Girl Guides' Association.
Girls' Guildry.
Methodist Association of Youth Clubs.
National Association of Boys' Clubs.
National Association of L.E.A. Youth Leaders.
National Association of Youth Clubs.
National Association of Youth Service Officers.
National Catholic Youth Association.
National Federation of Catholic Youth Clubs.
National Federation of Young Farmers' Clubs.
Presbyterian Church of England Committee on Youth.
Sea Cadet Corps.
Young Christian Workers.
Young Men's Christian Association.
Young Women's Christian Association.

Comment and information was also submitted by the Bournemouth Local Education Authority, the Cheltenham Committee for Education, the Gloucestershire Training Committee, the Leicestershire Standing Conference of Voluntary Youth Organisations, the Liverpool Boys' Association and the South Wales Council of the Welsh Association of Youth Clubs.